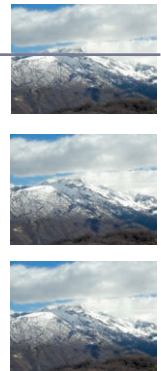


# Strategies for Implementation

Strategic Plan for the Wasatch Region  
Strategic Plan for Communities  
What Next? A Call for Support



Lone Peak



## Strategic Plan for the Wasatch Region

This planning study, as a conceptual, regional planning document, makes strategic planning a bit of a challenge. It is on the shoulders of individual municipalities and agencies to implement plans, but the support given by broader entities and a wide network of experts is tremendously effective. Therefore, this strategic plan is broken down into suggestions to the region as a whole and to organizations that may take on the role of regional assistance, then suggestions for individual municipalities and agencies.

### Strategies for the WFRC Region

*Encourage communities in the region to promote this effort.*

- Distribute and present plan to every community to help them understand the program and its benefits.
- Make this plan known to all municipal leaders—including mayors, city councils and planning commissions, planners and recreation departments, school districts and the head of every district or department related to land use.
- Offer incentives to participate or join the planning effort, such as technical assistance, a speaker's bureau, or "toolbox" presentations on topics of concern.
- Write an open space mission or Memorandum of Understanding for all participating municipalities to adopt.

*Involve related agencies and institutions.*

- Support WFRC's Open Space Subcommittee in promoting the plan's implementation.
- Share plan with other regional councils and planning organizations, such as MAG and BRAG.
- Present plan to federal, state and local agencies with jurisdiction over resources and land use in the area.
- Present plan to conservation organizations and potential sources of funding and assistance.
- Continue the relationship with USU Extension to promote the plan and help communities institute it.

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*Create or become involved in partnerships to protect important places and resources.*

- Encourage participation in existing partnerships such as the Jordan River Conservation Forum, Weber Pathways, the Governor's Trails Initiative, and similar efforts to maximize the scope and influence of protection efforts.
- Support the creation of partnerships to protect specific resources, such as watersheds, agricultural lands, foothills and mountain lands, trails and historic sites.



*Dog Park in Salt Lake City*

*Implement a public awareness and education program.*

- Create and distribute materials that explain the plan and efforts to implement it.
- Enlist media coverage to heighten awareness and promote the plan to the general public.
- Support education and volunteer opportunities to learn about, build and fund new open space networks.
- Support outdoor education, wildlife watching, active living and other efforts that encourage people to experience the outdoors.

*Promote quality growth as a primary solution to losing valuable open lands.*

- Create a plan targeting areas for development, redevelopment and infill to take pressure off more sensitive lands.
- Promote a region-wide program for transfer and purchase of development rights (TDR and PDR) or density incentives to encourage development in more appropriate places.
- Coordinate open space, land use, and transportation plans at a regional level, ensuring they are complementary and achieving mutually beneficial goals.

## Strategic Plan for Communities

### Strategies for Communities

*Build or enhance the open space system with every new project.*

- Establish ordinances that provide basic protection from hazards such as steep slopes, slide areas, dangerous geology, fault lines, floodplains and wetlands.
- Update subdivision process to ensure careful site analysis and consideration of resources.
- Adopt ordinances that promote conservation subdivisions and/or minimum open space requirements.
- Update ordinances to address related concerns, such as street trees, landscaping, water conservation, walkability of communities, and reducing excess night lighting.

*Update city policies to reflect open space concerns.*

- Eliminate “low-density” zones of 1 to 10 acres minimum lot sizes in rural areas to make large-lot land consumption prohibitively expensive.
- Establish transfer of development rights programs to move development pressure away from sensitive zones into more desirable locations.
- Adopt service area boundaries for each municipal sewer system to encourage predictable growth and offer density incentives or transfer of development rights bonuses for building within this zone



*Group work at the Morgan County workshop.*

*Establish open space program and policies.*

- Complete an open space planning study for own community, tying into this plan and those of neighbors.
- Designate or hire a staff person responsible for coordinating open space efforts within and among communities.
- Establish an Open Space Advisory Committee to watch for opportunities, coordinate regularly with agencies and landowners to maximize project benefits, and to advise on development proposals.
- Create a plan to maintain, restore, improve, and determine appropriate access to open space parcels.
- Meet regularly with developers, landowners and the public to refine changes to planning policy.

- Organize volunteer events, such as tree planting or fund raising to build support.
- Distribute newsletters with updates on newly protected parcels, policies, maintenance, and “best practices” for homeowners.
- Offer workshops, speakers, and outdoor education programs to help public understand and support efforts.
- Submit press releases and solicit media coverage of milestones and new policies.

#### *Secure funding*

- Survey residents to determine the level of funding support likely and favored options for fundraising.
- Secure a basic planning and operations budget to ensure opportunities to bring parcels into the open space network are not missed.
- Establish funding for acquisitions, improvements and maintenance.
- Leverage all monies contributed by the community with matching funds from government programs and special interest organizations and with volunteer labor when appropriate.

#### *Encourage private landowners to consider conservation of their lands.*

- Send letters to landowners inviting them to learn more about the plan and their options.
- Regularly invite landowners to presentations by local land trusts and conservation funders to present options and ideas.
- Establish agricultural protection strategies such as zoning and tax relief

## What Next? A Call for Support

This project was conceived in three phases: data collection and analysis, design, and implementation. The first two phases are now complete, but have only begun to break ground on the true purpose of this process —action. The analysis and design in this plan are just a basis for people to understand the situation and make informed decisions. The implementation of these ideas is the most lengthy and complex task – in fact, it never ends. Communities need their own open space plans and need to update and adjust them over time as their land uses change. They also need staff and funds to carry out plans and build the open space network. This is a critical juncture in the process. If support continues into another phase, communities will be able to get a foothold and begin plans and funding efforts, hopefully supported by larger-scale efforts to achieve the same goals. If the support and action stops here, the years of work building to this point will fall short of their goal of truly transforming the future of the Wasatch Region. It is essential that these efforts continue into a third phase of education, public awareness, and seeking further funding and staff support resources.

# Appendix



Participants  
Sources and Credits  
GIS Mapping Sources  
Resources Contacts and Model Plans  
Definitions  
Economic Benefits of Open Space  
Funding and Support Resources



## Participants

### WFRC Open Space Subcommittee:

Aric Jensen, Chair	Centerville City/Davis County
Nicole Cline, Vice-Chair	Tooele County
Carol Page	WFRC Regional Growth Committee Chair
Emery Crook	Salt Lake County Parks and Rec.
Jeannie Ault	Riverton Planner
Ron Chandler	City Of South Weber
Rick Wixom	Ogden City
Kent Page	Morgan County
Jared Hall	Planner
Wilf Sommerkorn	Davis Co. Community Development
Craig Barker	Weber County Planning Dept.
Kort Utley	Governor's Office of Planning and Budget
Alex Besis	Envision Utah

### Project Team:

George Ramjoué	Wasatch Front Regional Council
Sumner Swaner	Swaner Design, LLC.
Sharen Hauri	Swaner Design, LLC.
Christie Oostema	Swaner Design, LLC.
Rachel Fenton	Swaner Design, LLC.
Tim Brown	Swaner Design, LLC.
Richard Toth	Utah State University, Department of Environment and Society
Tom Edwards	US Geological Survey, Biological Resources, Utah State University
Rob Lillieholm	Utah State University, Department of Environment and Society
Erin Buteau	Utah State University, Graduate Research Assistant
Glen Busch	Utah State University, Graduate Research Assistant

**Leadership Team:**

John Guldner	Town of Alta
Laura McIntyre	Town of Alta
Kent Bush	Clearfield City
Steve Thacker	Centerville City
J. Lynn Crane	Herriman
Glenn Graham	Herriman
Brian Cook	Kaysville City
Nathan Pace	Kaysville City
John Thacker	Kaysville City
Randy Phipps	Marriott-Slaterville
Phillip Hill	Midvale City
Kent Wilkerson	Morgan County
Doug Hill	Murray City
Stan Porter	North Salt Lake City
Brenda Mumford	North Salt Lake City
Lisa Romney	Salt Lake City
Ken Jones	South Ogden City
Judy Hansen	South Jordan City
Colleen Redhair	South Jordan City
Geoff Ellis	Weber County Pathways
John Janson	West Valley City



## Sources and Credits

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*All photos, unless otherwise noted, were contributed by Swaner Design.*

Arendt, Randall. Conservation Design for Subdivisions: *A Practical Guide to Creating Open Space Networks*. Washington, D.C.: Island Press, 1996.

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Wasatch Front Regional Council. *Wasatch Front Region Small Area Socioeconomic Projections: 2005-2030*. Technical Report #39. Wasatch Front Regional Council, July 2001.

Envision Utah. *Envisioning the Future of the Greater Wasatch Area*. Wirthlin Associates Survey of Wasatch Area Residents. April 2000.

Envision Utah. *Envision Utah Study*. Dan Jones Survey of Wasatch Area Residents. January 2000.

Dan Jones and Associates, Inc., *Study conducted for the Davis County Comprehensive Hillside Plan*, August 2002.

## GIS Mapping Sources

### GIS Mapping Summary:

The maps displayed in this report are for regional planning purposes only and are not intended to be used for zoning or site-specific decisions. While some of the mapping data used is relatively specific, some data was originally generated at a very broad scale or was created specifically for this project, also at a very conceptual level. Future users are advised to refer to the original source of the data, listed below, to understand the scale at which it was created and intended for use.

### Satellite Imagery:

Imagery covering all Weber County, Morgan County, Davis County, Salt Lake County, and the eastern part of Tooele County was downloaded from the *State of Utah Information Technology Services, Automated Geographic Reference Centers (AGRC) website at (<http://agrc.its.state.ut.us>)*. For the remainder of Tooele, a hillshade file created for Phase I: *Alternative Futures for Utah's Wasatch Front Conservation of Open Space* was used.

### Resources used directly from original source:

Data was collected from publicly available sources and modified for Phase I of WFRC Open Space Plan by Utah State University. Refer to Phase 1 report and materials entitled "*Alternatives Futures for Utah's Wasatch Front*" for original source and citation. Where original source is known, it is noted in parentheses.

Prime Agricultural Land

Landslides (ARGC)

Faults (ARGC)

Rivers (ARGC)

Streams (ARGC)

Lakes

Floodplain

4212 Floodplain

Administrative Public Land

Built Lands (EGI Lab and ARGC for QGET)

County Boundary

WFRC Shade

All Trails

Wetlands

### Mapping resources created by Swaner Design for WFRC planning study:

Cultural Open Space

Ecological Open Space

Agricultural Open Space

Recreational Open Space

Conceptual Open Space

Absolute and Relative Open Space

4,212 and 4,212 elevations (originally created by SWCA Environmental Consultants)



## Model Plans and Resource Contacts

*Davis County Hillside Plan*

*Davis County Shorelands Plan*

Contact: Aric Jensen, Centerville City Planning

(801) 292-8232

[ajensen@ccpublicworks.com](mailto:ajensen@ccpublicworks.com)

*Weber Pathways Plan*

Geoff Ellis , Weber Pathways

(801) 393-2304

[gellis@xmission.com](mailto:gellis@xmission.com)

*Salt Lake County Shorelands Plan*

Contact: Tom Roach, Salt Lake County Planning

(801) 468-2074

[troach@co.slc.ut.us](mailto:troach@co.slc.ut.us)

*Parley's Rails Trails and Tunnels (PRATT)*

Contact: Lynne Olson, PRATT

[lynneolson@msn.com](mailto:lynneolson@msn.com)

## Definitions

**Prime farmlands** are generally defined as lands with adequate irrigation water supply, warm soil temperature and other good soil characteristics that will produce more without sustaining loss of production potential. Farmlands of Statewide Importance are not as good as prime farmlands, but are nevertheless important to the agricultural base of the area. These farmlands have more limitations than Prime Farmlands, such as steeper slope, high water table, and alkali problems. However, these lands can be made just as productive as the Prime Farmlands with proper management of the land. If farmlands of the type described above are located within incorporated city limits, it is presumed they will be eventually developed into urban type land uses. Currently, a majority of the acreage of these farmlands is being used to grow winter (dry farm) wheat and alfalfa. *From Wasatch Front Urban Area Long Range Transportation Plan: 2002-2030*

**Transfer of Development Rights** is a way to keep the by-right densities of a parcel or community (as shown on the zoning map) in place to hold the property value, while transferring the ability to build those rights to the most appropriate locations. In this way, portions of a community or parcel can be protected as green space, while property owners still receive compensation and a community can still build out to its capacity, just in a different pattern.

**Conservation Subdivisions** (also called compact or clustered housing) make the most of a site by concentrating development on one portion of a site to reserve another portion for a different purpose such as playing fields, wetlands, or views. Homes are placed on smaller lots, but their proximity to a protected open space increases their value while decreasing the maintenance responsibility of a large lot.

**Infill Development** rebuilds underutilized land within a built-up area. Infill utilizes existing services like schools, police departments, and utility lines, saving money for the developer and the city. While infill uses lands that have a development advantage, it also allows untouched land at the urban fringe to remain natural or productive for agriculture.

**Conservation Easements** are a commonly used tool whereby a landowner sells or donates the right to build on all or part of a property. Since the fair market value is reduced, estate taxes are consequently lowered. and donors of conservation easements may also receive a charitable deduction for their contribution as an income tax benefits.

## Economic Benefits of Open Space

The benefits of a green space system go far beyond quality of life, they reach to the foundation of a community's economy, function, services, and safety. The information here is excerpted from numerous publications, including the Trust for Public Land's Economic Benefits of Open Space (TPL), which can be found at [www.tpl.org](http://www.tpl.org), and from the Utah Division of Wildlife Resources (UTDWR) website on nature tourism <http://www.wildlife.utah.gov/outreach/naturetourism/index.html>.

Benefits of open lands are almost too numerous to quantify, but economists in recent years have tried to put a dollar value on the natural services they provide. They include absorbing stormwater to prevent floods, purifying water and air, cooling air temperatures, breaking down organic waste, providing habitat for pollinating animals and insects, and much more, at a value that has been estimated worldwide at \$33 trillion dollars per year. Keeping water pure is almost always cheaper than cleaning it. New York City spent \$1.5 billion dollars to protect land at the source of its water supply rather than spending \$8 billion dollars on a water filtration plant. Trees are another overlooked resource. Covering 27% of the total land area in Atlanta, Georgia, trees improving air quality at an estimated annual value of \$15 million. They also have eliminated some of the need for stormwater retention saving \$883 in the long term. A single acre of wetlands is estimated to generate \$150-200,000 in benefits.

From an economic development standpoint, protecting open space networks makes money. Corporate CEOs have said that quality of life is the third-important factor in locating a business, behind access to markets and a skilled employee base. (TPL) Owners of small businesses have stated that recreation, parks, and open space are the single highest priority for relocating their business. On the recreation note, outdoor recreation is a huge draw and revenue generator, with more participants than the combined total of those who own a pet, tend a garden or attend professional sports events. (UTDWR) A U.S. Fish and Wildlife Survey (1996) reports that Americans spend \$102 billion annually on wildlife recreation, far exceeding the \$81 billion spent for new cars each year. Since tourism is the number one industry in the world and still growing, there is no doubt nature tourism is a growing industry worthy of investment.

These reasons alone make sound economic sense, but there are still more financial incentives to protect land. Agriculture, even at a small scale, is the foundation of the nation's economy, indirectly providing 10% of our gross national product. As well, farmlands and other open lands typically pay more than twice as much in taxes than they receive in services. Residential development, contrary to conventional opinion, rarely pays for itself as it demands police, school, sewer, and other public services. When included within a residential development, open space adds to the value of surrounding properties, paying for itself while increasing property tax revenues for a community. In addition, conservation designs where homes are clustered on only one portion of a site typically have more efficient, less costly infrastructure and the natural open space is more affordable to maintain than a manicured yard.

## Funding and Support Resources

This list of resources is by no means comprehensive, but it does show the breadth of programs that can be employed to help protect and preserve the natural qualities and resources of open lands. Many programs are specific to certain types of habitat or land uses and most programs cover only a fraction of the cost of protection or restoration efforts, but can often be combined with other sources with shared goals to maximize funds. The expertise and project guidance from many of these organizations is also invaluable. Leadership from a person with preservation partnership experience is critical to securing the right team and stretching resources. For further research, an exhaustive search engine that searches by conservation goal and type of assistance can be found at <http://www.sonoran.org/cat/search.asp>.

### **LeRay McAllister Critical Land Conservation Fund**

This fund, administered by the by the Utah Quality Commission provided close to \$900,000 in 2002 to preserve or restore critical lands and agricultural lands. Applicants must provide matching funds equal to or greater than the amount of money received from the Fund and purchases of fee title to land may not exceed 20 acres, but purchases of conservation easements or restoration projects are exempt from this restriction. Website: [http://governor.utah.gov/quality/Funding/Land\\_Conervation/land\\_conservation.htm](http://governor.utah.gov/quality/Funding/Land_Conervation/land_conservation.htm)

### **Utah Reclamation Mitigation and Conservation Commission (URMCC)**

The URMCC is responsible for coordinating the implementation of fish, wildlife, and recreation mitigation for the Central Utah Project and other federal reclamation projects in Utah. The Commission's work has concentrated on wetland and stream habitat restoration as well as angler access in and around Utah Lake, the Great Salt Lake, the Jordan River, the Provo River and in Diamond Fork Canyon and the Duchesne and Strawberry Watersheds. With programs such as the Jordan River Conservation Forum, they partner with willing agencies, municipalities, and non-profit conservation organizations to jointly protect and maintain important habitat for the long term. Website: [www.mitigationcommission.gov](http://www.mitigationcommission.gov)

### **Non-point Source Implementation Grants, Section 319 (319 Program)**

The 319 Program provides formula grants to the states to implement non-point projects and programs in accordance with Section 319 of the Clean Water Act. Formula grants are awarded to a lead agency in each state. States and local organizations are required to provide 40 percent of the total project or program cost. This EPA program is administered by the Utah Department of Environmental Quality.

### **Utah Division of Wildlife Resources (DWR)**

The DWR has several programs that work through partnerships with local governments and communities protect and enhance habitat and improve access and amenities for these areas. Such programs typically target a specific wildlife species or type of landscape. Some examples of programs that offer assistance or cost sharing are Urban Fishing, Rural Roadsides for Wildlife, and Nature Tourism. They can also help communities identify sources of federal.

### **Wetlands Protection Development Grants Section 104(b)(3)**

The EPA Wetlands Protection Development Grants program provides financial assistance to states, federally recognized Indian tribes and local governments to support wetlands development or augmentation and enhancement of existing programs. Project grants are used to fund individual projects. States or tribes must provide a 25 percent match of the total cost of the project. This EPA program is administered by the Utah Governor's Office of Planning and Budget.

### **Riverway Enhancement Matching Grants**

This program provides protection for river and stream corridors in areas that impacted by high-density populations or that are prone to flooding with special recognition of such values as recreation, flood control, water conservation and wildlife resources. These 50/50 matching grants are administered by the Utah Department of Natural Resources Division of Parks and Recreation. Website: [www.parks.state.ut.us/parks/riverway.htm](http://www.parks.state.ut.us/parks/riverway.htm)

### **Utah Open Lands**

Utah Open Lands is a non-profit organization whose mission is to assist landowners in protecting the scenic, wildlife, historic, agricultural, and recreational values of open land. As a non-governmental, non-political community based organization they use educational outreach, donations and acquisitions of land and conservation easements, and conservation buyers and investors to accomplish its goals of tangible land protection. As the easement holder, Utah Open Lands assures that the terms of the agreement are followed in perpetuity. To date, Utah Open Lands has completed 31 projects statewide, totaling over protected 32,000 acres. Website: [www.utahopenlands.org](http://www.utahopenlands.org)

### **National Park Service Rivers, Trails & Conservation Assistance (Rivers & Trails)**

Each year, Rivers & Trails helps local groups with over 200 locally-led conservation projects across the country such as developing trails and greenways or protecting rivers and open space. RTCA can provide staff for short consultations or longer assistance programs working just long enough to build momentum so that the local groups can finish the project on their own. They helped Riverton develop an eight-mile greenway along the Jordan River. Website: <http://www.ncrc.nps.gov/index.html>

### **Rails to Trails Conservancy**

The goal of the Trail Conservancy is to rescue exceptional tracts of railroad corridor before they are broken up and lost permanently to the public. Through its Trail Conservancy program, they have the ability to acquire and own corridors or acquire corridors on behalf of third parties and often serves as a short-term intermediary between railroad companies and trail groups or public agencies. Website: [www.railtrails.org](http://www.railtrails.org)

### **Transportation Enhancements**

Transportation enhancements (TE) are transportation-related activities that are designed to strengthen the cultural, aesthetic, and environmental aspects of our nation's intermodal transportation system. Several federal programs, including ISTEA and TEA-21, have provided funds over the years, and reauthorization is underway currently. The expanded definition of *transportation enhancements* includes safety and educational activities for pedestrians and bicyclists; scenic or historic highway programs; environmental mitigation to address water pollution due to highway runoff; and reducing vehicle-caused wild-life mortality while maintaining habitat connectivity. Website: <http://www.fhwa.dot.gov/tea21/index.htm>

### **USDA National Resources Conservation Service (NRCS) Programs**

The NRCS division of the United States Department of Agriculture sponsors numerous programs that help protect natural resources and agricultural lands. A number of programs, including the *Forestry Incentives Program*, *Wetland Reserves Program*, *Wildlife Habitat Incentives Program*, and *Watershed Protection and Flood Prevention Act* provide funding and technical assistance to landowners and communities wishing to protect or restore important farms, forests and critical lands. Website: <http://www.nrcs.usda.gov/programs/>

**The Nature Conservancy**

The Nature Conservancy of Utah helps conserve private and public lands of significant to preserve the plants, animals and natural communities by protecting the lands and waters they need to survive. Working primarily with conservation easements on a willing buyer-willing seller basis, they seek parcels of outstanding ecological values for preservation or restoration. TNC's Utah Chapter has focused extensively on the Great Salt Lake Ecosystem, including the lake and all its tributaries (including the Jordan River) and their associated wetlands. Website: [www.nature.org](http://www.nature.org)

**The Trust for Public Land**

TPL helps conserve land for recreation and spiritual nourishment and to improve the health and quality of life of American communities. TPL's legal and real estate specialists work extensively with conservation buyers and conservation easements and often use limited developments to make a project pencil. They are also often enlisted to research a community's interest in paying for open space before a bonding or taxation proposal. Website: [www.tpl.org](http://www.tpl.org)

**Habitat Conservation Organizations**

Numerous conservation groups can be enlisted to partner on projects that significantly improve the mission of their organization. Organizations such as Trout Unlimited, Ducks Unlimited, the Rocky Mountain Elk Foundation and Pheasants forever exist to protect habitat and specific vegetation for targeted wildlife species. They are most interested in the highest quality areas, but can often be counted on to help restoration efforts as well. Websites: [www.tu.org](http://www.tu.org), [www.ducks.org](http://www.ducks.org), [www.rmef.org](http://www.rmef.org), [www.pheasantsforever.org](http://www.pheasantsforever.org)